

# STATE OF MINNESOTA DEPARTMENT OF HUMAN SERVICES 444 LAFAYETTE ROAD ST. PAUL, MINNESOTA 55101

INSTRUCTIONAL BULLETIN #87-78B

June 8, 1987

To: Chairperson, Board of County Commissioners

Attention: Director

Chairperson, Human Service Board

Attention: Director

Regional Treatment Centers

^Attention: Chief Executive Officers

Intermediate Care Facilities for Persons with Mental Retardation or a Related Condition

Attention: Director

Day Training and Habilitation Services

Attention: Director

Semi-Independent Living Programs

Attention: Director

SUBJECT: Changes in Appeal Process for Case Management Appeals for Persons with Mental Retardation or Related Conditions.

- I. **PURPOSE.** The purpose of this bulletin is to explain the process to be used for case management appeals initiated under Minnesota Statutes, section 256.045 as amended in Laws of Minnesota 1987, chapter 148. <u>This process</u> only <u>applies</u> to\_appeals brought on behalf of persons with mental retardation or related conditions.
- II. BACKGROUND. On April 14, 1987, the Department and the attorneys for the plaintiffs in the Welsch v Gardebring case entered into a Negotiated Settlement in order to avoid protracted litigation concerning compliance with the terms of the Welsch Consent Decree. The settlement was contingent upon passage of amendments to Minnesota Statutes, section 256.045 which governs appeals by recipients. In the amendments, a modified appeal process is established for persons with mental retardation or a related concdition who are dissatisfied with their case management

services. The <u>amendments</u> are to be <u>implemented</u> effective June 15, 1987. This bulletin has been developed to aid counties in implementing the statutory changes.

NOTE: In addition to substantive modification of the appeals statute, some sections were amended and renumbered. A copy of the bill as enacted is attached for reference (see Attachment 1).

III. CONCILIATION CONFERENCE. Under Minnesota Statutes, section 256.045, subdivision 4a, a\_conciliation conference is required when a person with mental retardation or a related\_condition appeals the county's action or failure to act in\_the provision of case management services but is not required for a suspension, reduction, denial or termination of services, or a failure to act within the timelines established in rule or statute. The addition of the conciliation conference is the primary difference between this type of case management appeal and the regular social\_service appeal process.

The purpose of the conciliation conference is to provide an opportunity for a person with mental retardation or a related condition or the person's representative to bring to the attention of the county and the department issues which relate to the adequacy of the services being provided to the person with mental retardation or a related condition. (For examples of some of the types of appeals subject to the conciliation process, see Attachment 2). The conciliation conference required in Minnesota Statutes section 256.045, subdivision 4a is similar to the process used by the public school system to resolve issues related to individual Education Plans (IEPs). The public schools have found conciliation to be effective in resolving issues of this type. It is hoped that the case management appeals will be settled through the conciliation process since resolution of the appeals in this manner is more likely to meet the needs of both parties and will save both parties the time required to complete a formal hearing.

- IV. REQUEST FOR REVIEW. To contest the county's action or failure to act in the provision of case management services, a written request for review must be submitted to the county. The request may be submitted by:
  - A. the person with mental retardation or a related condition;
  - B. the person's legal representative;
  - C. the person's parents or other near relatives; or
  - D. the person's advocate.

If the contested action would result in a change in services, the request for review should be filed prior to the date the action will take place in order to prevent a disruption of services.

- V. COUNTY RESPONSE TO REQUEST FOR REVIEW. When the county receives a request for review, the county must:
  - A. notify the Regional Service Specialist and the Director of the Division for Persons with Developmental Disabilities in writing of the request for review within five days;

- B. consult with the person with mental retardation or a related condition or the <u>person's representative</u> and the Regional Service Specialist regarding a date for the conciliation conference;
- C. notify the person with mental retardation or a related condition, the person's representative, the Regional Service Specialist, the Director of the Division for Persons with Developmental Disabilities, and all interested persons of the time, date, and location of the conciliation conference;
- D. send the person with mental retardation or a related condition and the person's representative a listing of advocacy organizations and a copy of the conciliation conference fact sheet.
- E. conduct the conciliation conference;
- F. issue a short written report on the conciliation conference informing the person with mental retardation or a related condition, the person's representative, the Regional Service Specialist and other participants in the conciliation conference of the action the county is going to take and when the action will be taken; and
- G. notify the person with mental retardation or a related condition and the person's representative of the right to a hearing under Minnesota Statutes, section 256.045, subdivision 4a (Laws of Minnesota, 1987, chapter 148).

MOTE: The county must conduct the conciliation conference and issue the conciliation conference report within 30 days of the date the request for review was received by the county.

NOTE: <u>Interested person</u> includes the legal guardian, spouse, parent, legal counsel, adult child, next of kin, or other persons designated by the person with mental retardation or a related condition.

- VI. ROLE OF THE REGIONAL SERVICE SPECIALIST. The Regional Service Specialist or another representative of the Department will attend the conciliation conference and assist the county and the person with mental retardation or a related condition and/or the person's representative to resolve the dispute without the need for a hearing.
- VII. PROCEDURE FOR CONCILIATION CONFERENCE. The conciliation conference will be attended by the person with mental retardation or a related condition, the <u>person's representative</u>, the case manager, and the Regional Service Specialist or another representative of the Department. The social services supervisor or administrator is also encouraged to attend to assist in the settlement of the dispute. Other interested persons may also attend.

The Regional Service Specialist will facilitate the conciliation conference and inform the participants if the solutions proposed are consistent with applicable rules and department policy. However, the Regional Service Specialist will not make decisions for the participants.

During the conciliation conference, the Regional Service Specialist will:

- A. give each person time to describe the situation as he or she sees it;
- B. assist the participants to select topics for discussion and create an agenda;
- C. encourage the participants to inform each other of their interests and needs as they relate to each topic on the agenda;
- D. assist the participants to look for solutions that are mutually satisfactory; and
- E. record any agreements reached.

VIII. CONTENTS OF CONCILIATION CONFERENCE REPORT. The county must prepare a brief written report on the conciliation conference to be sent to the participants in the conciliation conference. The report should be written in the form prescribed by the commissioner (see Attachment 3). The report must include:

- A. a list of the persons who participated in the conciliation conference including their relationship to the person with mental retardation or a related condition;
- B. a narrative summary of the conference;
- C. a statement indicating whether the diagnosis, assessment or the need for further evaluation are among the issues being contested;
- D. a list of issues resolved during the conciliation conference including a record of any agreements reached;
- E. a list of unresolved issues including the positions taken on the issues by the county and the person with mental retardation or a related condition, if known;
- F. a list of actions to be taken including dates; and
- G. statutory and rule citations supporting the the county's position.

NOTE: The conciliation conference report form will be printed and available to the counties in the near future.

- IX. HEARING PROCESS. The person with mental retardation or a related condition or the person's representative may submit a written request to the commissioner for a hearing before a human services referee if:
  - A. the county fails to hold the conciliation conference and issue its report within 30 days; or
  - B. the person is dissatisfied with the results of the conciliation conference.

The request for an appeal of the conciliation conference results must be submitted in writing within 90 days after the conciliation conference is held. However, if the contested action would result in a change in services, the request for an appeal should be filed prior to the proposed date that the action is to be taken in order to prevent a disruption of services. The hearing process for these case management appeals will be the same as the process used for regular social services appeals except that the time frame for the appeals will be expedited.

To comply with the timelines for case management appeals in the Minnesota Statutes, section 256.045, subdivision 4a, the referee must issue a recommended order and the commissioner must issue the final order within 60 days of the receipt of the request for hearing, unless the commissioner refuses to accept the recommended order. If the commissioner refuses to accept the recommended order, a final order must be issued within 90 days of the receipt of the request.

X. APPEAL FORMS. The appeals summary will be substantially revised to include information about case management appeals and other general information needed by the Appeals and Regulations Division. (See Attachment 4). The conciliation conference report, if any, should be submitted to the Appeals and Regulations Division with the appeals summary. The conciliation conference report will replace the narrative portion of the appeals summary in these cases.

NOTE: This form will be printed and available to the counties in the near future.

- XI. INDEPENDENT EXAMINATION. Minnesota Statutes section 256.045, subdivision 6, has been amended to clarify that the commissioner may order an independent examination when appropriate. This authority will be used if the diagnosis, assessment, or the need for further evaluation is contested and the referee determines that another examination is needed in order for the referee to make an informed decision about the appeal.
- XII. COUNTY PROCEDURES RELATING TO WARDS OF THE COMMISSIONER. The county acts as the person's legal representative when the person is ward of the commissioner. This requires the county to perform dual roles in a conciliation conference involving a ward of the commissioner. To assure that wards of the commissioner are adequately represented in disputes regarding services, it is imperative that the county structure its internal procedures to separate case management from quardianship.

Because the role of the case manager and the role of the legal representative in the conciliation conference may differ, the county should not designate the same staff person to perform both roles. In addition, since the supervisor or the administrator may be called upon to assist in settling the dispute, the supervisor or administrator should not serve as either the person's case manager or legal representative during the conciliation conference. An exception may be made if the case manager is also an administrator or supervisor with authority to make decisions about the case on behalf of the county.

A conciliation conference may be requested on behalf of a ward of the commissioner by:

- A. the person with mental retardation or a related condition;
- B. the person's legal representative;
- C. the person's parents or other near relatives (see attachment 7); or
- D. the person's advocate.

Please note that the staff person designated as the legal representative may request a conciliation conference to review the actions taken by the staff person designated as the case manager. This is an essential role for a legal representative and the staff must be encouraged to assume this role when necessary. To clarify which role each staff person is assuming, the conciliation conference report must clearly identify each person participating in the conference and the relationship of each person to the person with mental retardation or a related condition. The county should also check to see if each person at the conference has consent to have access to the information to be discussed.

XIII. ROLE OF THE GUARDIANSHIP OFFICE. The Department of Human Services Guardianship Office will be available for informal consultation prior to a request for a conciliation conference made on behalf of a ward of the commissioner. The Guardianship Office will not routinely become involved in the conciliation process but may become involved at the request of one of the parties.

XIV. APPEALS BY PARENTS OR NEAR RELATIVES. Parents or near relatives of the person with mental retardation or a related condition have the right to request a conciliation conference or file a regular social service appeal on behalf of the person with mental retardation or a related condition even if the person is under public guardianship or does not have a legal guardian. To request a conciliation conference or file a regular social service appeal, the parent or near relative should follow the procedures outlined in this bulletin.

If the parent or near relative is not the person's legal guardian and would like access to the person's records, the parent or near relative may ask the person's legal guardian or the person for consent to obtain access to the person's records. The request for consent to obtain access to records must be in writing.

#### XV. RELATIONSHIP TO EXISTING RULES.

- A. Minnesota Rules, part 9525.0135 (part of Rule 185). This rule identifies as appealable a county board action or inaction inconsistent with parts 9525.0015 to 9525.0115 and 9525.0165 or with the county board's approved variance request under part 9525.0145 (Emergency) with results in a denial, suspension, reduction, or termination of services or failure to act with reasonable promptness,. These issues remain appealable under the regular social service appeal process and are not subject to the conciliation process.
- B. Minnesota Rules, part 9525.0075, subpart 5 and 9525.0105, subpart 6 (parts of Rule 185). These subparts give the person with mental retardation or the person's legal representative the right to request a reconsideration by the county board of the person's individual service plan (part 9525.0075) or individual habilitation plan (part 9525.0105) and require the county board to establish written procedures to handle the requests. The conciliation conference required in the statute was designed to fulfill the requirements of these rule parts and may be substituted for the

reconsideration process. If the county chooses to continue to use the reconsideration process, the county must develop an information sheet describing the difference between a reconsideration and a conciliation and explaining how to request a reconsideration. The reconsideration process can not be substituted for a conciliation conference.

XVI. CONTACT PERSONS. Questions regarding the role of the Division for Persons with Developmental Disabilities in the conciliation process should be directed to:

> Bob York Assistant Director Division for Persons with Developmental Disabilities 658 Cedar Street St. Paul, Minnesota 55155 (612) 296-6916 or

Shirley Schue Case Management Coordinator (see address above)" (612) 297-4984

Other questions regarding the contents of the bulletin should be directed to:

> Jane Delage Acting Assistant Director Appeals and Regulations Division 444 LaFavette Road St. Paul, Minnesota 55155 (612) 297-1488

# XVII. LIST OF ATTACHMENTS

Attachment 1 Bill

Attachment 2 Examples of Appeal Issues

Attachment 3 Conciliation Conference Report Form

Attachment 4 Appeal Summary Form

Attachment 5 Conciliation Conference Fact Sheet Attachment 6 Advocacy Organizations

Attachment 7 Fact Sheet for Parents and Other Near Relatives

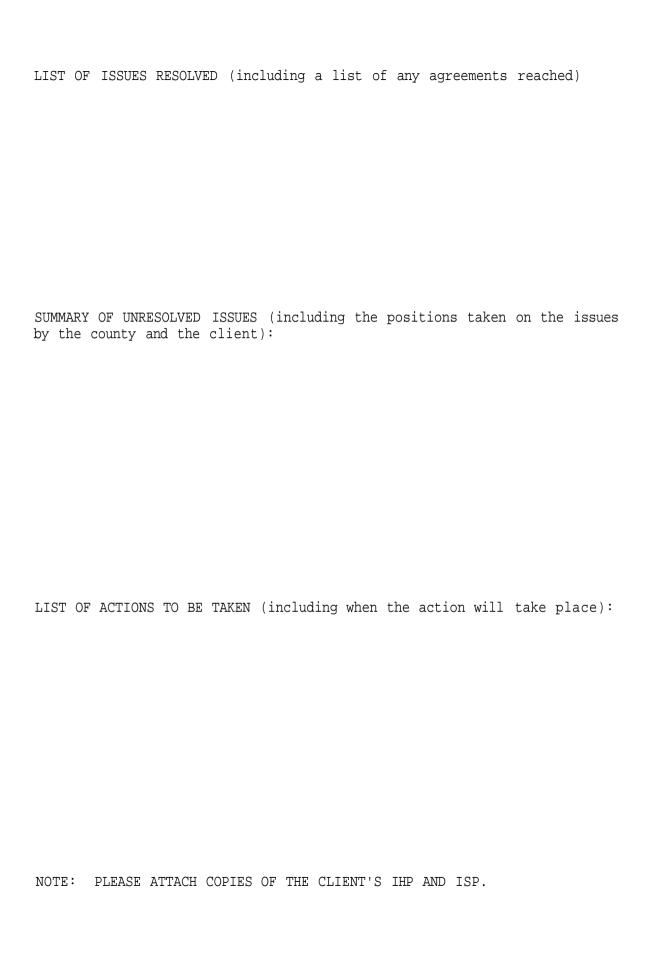
Attachment 8 Sample Procedures for the Reconsideration Process

# CONCILIATION CONFERENCE REPORT

DATE:			
COUNTY:			
CLIENT'S NAME:			
DATE OF CONCILIATION CONFERENCE	REQUEST:		
DATE RSS AND MR DIVISION CONTACTED:			
DATE OF CONCILIATION CONFERENCE:			
CHECK IF CONTESTED:			
DIAGNOSIS	ASSESSMENT	NEED FOR FURTHER EVALUATION	
IDENTIFICATION OF APPROPRIATE SERVICE	S (ISP)	IMPLEMENTATION OF INDIVIDUAL HABILITATION PLAN (IHP)	

PERSONS PARTICIPATING IN CONFERENCE

NAME RELATIONSHIP TO CLIENT



# DRAFT FORM FOR STATE AGENCY APPEAL SUMMARY

COUNTY:	
CLIENT'S NAME:	
CLIENT'S ADDRESS:	
CLIENT'S PHONE NUMBER:	
CHECK APPLICABLE PROGRAM(S):	
AFDC	MA
AFDC-EA	MENTAL HEALTH SERVICES
EGA	MSA
FOOD STAMPS	SOCIAL SERVICES-RULE 185
GA	SOCIAL SERVICES-OTHER
GAMC	WRA
CHECK TYPE OF ACTION(S) TAKEN:	
denial	corrective payment
reduction	case management
termination	other
overpayment	
DATE OF NOTICE OF ACTION:	
DATE OF REQUEST FOR CONCILIATION CONFERENCE (F	Rule 185 only):
DATE CONCILIATION REPORT ISSUED (Rule 185 only	y):
DATE COUNTY RECEIVED REQUEST FOR APPEAL:	
ARE BENEFITS OR SERVICES CONTINUING? YES:	NO:
AUTHORITY FOR ACTION: (Cite applicable federarule or program manual section relied upon.)	al regulation, state statute

Fill out Issue(s) on Appeal section on back page and sign.

ISSUE(S) ON APPEAL: Briefly summarize the facts and the reason the agency made its decision. (If the appeal is from a Rule 185 case management decision subject to a conciliation conference, omit this summary and attach the conciliation conference report.)

PLEASE ATTACH: 1) NOTICE OF ACTION/GRANT CALCULATION (if applicable);

2) CLIENT'S REQUEST FOR APPEAL

3) RULE 185 CONCILIATION CONFERENCE REPORT (if applicable)

4) OTHER RELEVANT DOCUMENTS (Identify)

TELEPHONE NUMBER

Original: State Agency cc: Client

#### WHAT YOU SHOULD KNOW ABOUT CONCILIATION CONFERENCES

#### What is a conciliation conference?

A conciliation conference is a meeting where you can discuss the problems you are having with the county.

It is not an appeals hearing. It is an informal way for you to bring your concerns to the County and the state Department of Human Services.

If you want you can ask for an appeals hearing after you have had a conciliation conference.

# When can I ask for a conciliation conference (meeting)?

You can ask for a meeting if you are unhappy about the services you are getting or services you are not getting.

# Do I always have to have a conciliation conference before I appeal?

You do NOT have to have a conciliation conference before you appeal IF the county:

denies your application ends services to you holds up services to you cuts down services to you does not act within the time frames in law or rule

If the county does any of these the law gives you a right to a social service appeal.

# How do I request a conciliation conference?

Send a letter to the county.

### Who can ask for a conciliation conference?

These people can ask for a conference:

the person getting the services his or her parent or guardian a near relative someone officially asked by the person or their guardian to act for them.

# Who will be at the conference?

the person getting services
his or her parent or guardian
(or whoever asked for the conference)
the case manager
the county supervisor or administrator
someone from the state Department of Human Services

#### What should I do before the conference?

It is helpful to write down what your concerns are. You do not have to write a list, but it does help us understand your problems.

Be sure to give examples of problems. Also give us examples of how we can help.

#### What happens at the conference?

At the conference you and the county will discuss the problems you are having.

The person from the state Department of Human Services will listen to both sides and help find solutions.

#### When do I find out what will be done to help?

Sometimes a decision can be made at the conference. Sometimes it takes longer to work on alternatives.

The county must write you a letter saying what they intend to do. The county can not take longer than 30 days from the date you asked for the conference.

#### What if I do not agree with the county's decision?

You can file a social service appeal. To file a social service appeal, send a letter to the county or the state Department of Human Services. Your letter must be sent no more than 90 days after the conference.

You can also appeal if the county does not set up a conciliation conference or let you know the result in 30 days.

#### What if I want an independent examination?

Tell the county or the state Department of Human Services if you want an independent examination done. The appeals referee will decide if the examination is needed.

#### IF YOU HAVE OTHER QUESTIONS ASK YOUR CASE MANAGER OR CALL

Division for Persons with Developmental Disabilities 612 296-2160

or write:

Minnesota Department of Human Services
Division for Persons with Developmental Disabilities
658 Cedar Street
St. Paul, Minnesota 55155

For help from an advocate call:

#### ADVOCACY ORGANIZATIONS

# ASSOCIATIONS FOR RETARDED CITIZENS

ARC Anoka County 4024 Lyndale Avenue South Mpls., Minn. 55408 612/827-5641; 1-800-582-5256

ARC Carlton County 502 Granite Street Cloquet, Minn. 55720 218/879-6833

ARC Clay County 1001 Center Avenue, Suite C Moorhead, Minn. 56560 218/533-5949

ARC Duluth
201 Ordean Building
424 West Superior Street
Duluth, Minn. 55802
218/726-4725

ARC Freeborn County 224 Lea Center Building P.O. Box 944 Albert Lea, Minn. 56007 507/377-3469

ARC Hennepin County 2344 Nicollet Avenue South Suite 340 Mpls., Minn. 55404

ARC Minnesota 3225 Lyndale Avenue South Mpls., Minn. 55408 612/827-5641; 1-800- 582-5256

ARC Mower County
P.O. Box 744
Austin, Minn. 55912
507/433-8994

ARC Olmsted County
903 West Center Street, #140
Rochester, Minn. 55902
507/287-2032

ARC St. Paul 65 E. Kellogg Blvd., Suite 437 St. Paul, Minn. 55101 612/224-3301

ARC South Otter Tail County P.O. Box 284 Fergus Falls, Minn. 56537

ARC Suburban 14451 County Road 11 Burnsville, Minn. 55337

ARC Winona County 74 E. 3rd Street Winona, Minn. 55987 507/452-8822

#### OTHER ADVOCACY ORGANIZATIONS

Legal Advocacy for Persons with Developmental Disabilities 222 Grain Exchange Building 323 Fourth Avenue South Mpls., Minn. 55415 612/332-1441; 1-800-292-4150 TTD 612/332-4668

Duluth Office 218/772-5625 Fosston Office 218/435-1285

Minnesota Association for Persons with Severe Handicaps
P.O. Box 1837, Pioneer Station
St. Paul, Minn. 55101

Minnesota Chapter, Congress of Advocates for the Retarded c/o Norman Bailey 260 Valley Drive Morton, Minn. 56270 National Society for Children and Adults with Autism
West Metro Chapter
5624 73rd Avenue North
Brooklyn Park, Minn. 55429
612/560-5330

Pacer Center, Inc. 4826 Chicago Avenue South Mpls., Minn. 55417 612/827-2966 Voice/TDD

Parenting Resource Center P.O. Box 505 1900 N.W. 8th Avenue Austin, Minn. 55912 507/437-7746

Pilot Parents of Minnesota 201 Ordean Building Duluth, Minn. 55802 218/726-4745

Twin Cities Society for Children and Adults with Autism 233 East 4th Street St. Paul, Minn. 55101 612/288-9074

#### FACT SHEET FOR PARENTS AND OTHER NEAR RELATIVES

# STEPS TO INITIATE A CASE MANAGEMENT APPEAL

- 1. Send a letter to the county requesting a review. The county will then schedule a conciliation conference.
- 2. Go to the conciliation conference and discuss your concerns with the county. The person from the state Department of Human Services will listen to both sides and help find solutions. Following the conciliation conference, the county will write you a letter saying what they intend to do. The county can not take longer than 30 days from the date you asked for the conference to hold the conference and send you the letter.
- 3. If the county doesn't to hold the conciliation conference and issue its report within 30 days; or if you are dissatisfied with the results of the conciliation conference, ask for an appeal by writing to the county or the state Department of Human Services. Your letter must be sent within 90 days after the conciliation conference is held.

#### SAMPLE PROCEDURES FOR THE RECONSIDERATION PROCESS

OPTION 1 (developed for counties that chose to continue to use the reconsideration process)

Policy: It is the policy of the county board that persons with mental retardation or related conditions, or others authorized to represent the person, should be afforded ample opportunity to bring to the attention of the county agency any concerns regarding the services provided. This policy is intended to provide an informal process to do this. However, this procedure is not a prerequisite for filing appeals of case management services and can not be substituted for the conciliation process required under Minnesota Statutes, section 256.045 as amended in Chapter 148, Laws of Minnesota, 1987.

The establishment of this procedure satisfies the requirements of Minnesota Rules parts 9525.0075, subpart 5 and 9525.0105, Subpart 6.

Procedure:

- 1. The person with mental retardation or a related condition or the person's legal representative, advocate, parent or other near relative may request a review of the person's ISP or IHP. This request may be made orally or in writing to the case manager assigned to the person.
- 2. The case manager will notify in writing his/her immediate supervisor about the request for review within three working days of the request by the person.
- 3. The supervisor will contact the person requesting the review, the person with mental retardation or a related condition and the person's legal representative and advocate within five working days of notice by a case manager. A meeting date and time will be established.
- 4. The review meeting will be held within 15 working days of notice by a case manager.
- 5. The case manager and his or her immediate supervisor will attend all reviews. Copies of the person's ISP & IHP will be available at the meeting.
- 6. The person requesting the review will be given an opportunity to express his/her concerns. The supervisor and case manager will discuss options pertaining to these concerns and will attempt to resolve the issues.

- 7. Prior to completing the review meeting, all parties will be reminded of their right to appeal and the process for requesting an appeal.
- 8. Within 5 working days of the review meeting, the county will prepare a written summary of the meeting. This summary will identify specific issues resolutions, if any, and timeframes for actions by the county. The summary will be forwarded to:

the agency director; the person's record; the person with mental retardation or a related condition; the person's legal representative; and all other present at the meeting.

OPTION 2 (developed for counties that chose to substitute the conciliation process for the reconsideration process)

Policy: It is the policy of the county board that persons with mental retardation or related conditions, or others authorized to represent the person, shall be afforded ample opportunity to bring to the attention of the county agency any concerns regarding services provided. It is also the policy of this board to fully comply with requirements of Minnesota Statutes, section 256.045, subdivision 4a, which provides for appeals of case management services and Minnesota Rules, part 9525.0075, subpart 5 and 9525.0105, subpart 6 (parts of Rule 185) which requires county social service agencies to provide for reconsideration of individual service and habilitation plans.

Procedure:

The county procedure for reconsideration as mandated by Minnesota Rules, part 9525.0075 subpart 5 and part 9525.0105, subpart 6, shall be met by compliance with the procedures for conciliation conferences as specified in DHS Instructional Bulletin 87-78B, June 8, 1987.